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as a Lord Chancellor." For Professor Scott joins grace with meat, and in nice balance helps by his scholarship and charms by his style.

Of the six lectures that make up the volume, the third, "The Financial Burden of Today and Tomorrow," is perhaps the most valuable. In carrying back the "all-loan" and the "all-tax" theories of war-financing to their respective beginnings, and in tracing the subsequent development of the contrasting doctrines, Professor Scott has not only thrown much needed light upon current discussion, but has made a real contribution to the history of public finance. So too the early pages of the essay on "Conscription or Proscription of Capital" provide a secure historical perspective in a way that sheaves of excerpts and citations in less deft hands would fail to supply. The papers on "Mare Liberum—Aer Clausus" and "A League of Nations and Commercial Policy" are model examples of economic argument, pervaded by courageous optimism. The discussion of reconstruction and after-war finance leaves the reader blinking at the swiftness with which even now water is flowing under the bridge.

Altogether one lays aside this little volume with approving assent to the titular designation of its author—"Adam Smith Professor of Political Economy in the University of Glasgow."

JACOB H. HOLLANDER

THE JOHNS HOPKINS UNIVERSITY

The Turnover of Factory Labor. By SUMNER H. SLICHTER, PH.D.
New York: D. Appleton & Co., 1919.

The author's introductory characterization of his book explains better than I can the ground it is intended to cover. He says:

Although nominally a study of labor turnover, the work is fundamentally a study of methods of handling men. The subject of handling men has been strangely neglected in works on management. These works deal fully with the organization for and methods of handling materials and controlling manufacturing processes, such matters as purchasing, storing materials, planning, routing and scheduling work, the numerous devices for establishing simple and reliable central control over operations, but among the processes to be controlled the handling of labor is not included. The idea that a definite and well planned labor policy is as necessary as standardized methods of manufacturing, and that means are necessary to provide for the formulation and execution of such a policy, is lacking. The fundamental thesis of this

work is the neglected truism that a definite plan and specific responsibility for creating and executing the plan are as necessary in dealing with labor as in controlling manufacturing operations.

By this explanation Mr. Slichter has forestalled one criticism only to run directly upon another. Admitting as he wisely does that his book is not simply a discussion of labor turnover, he is nevertheless guilty of an extraordinary misproportion in the development of his material. A full half of the book is devoted to the problem of labor turnover in its varying aspects, costs, amounts, and causes; and only the last 200 pages are left for the treatment of those subjects which he sees fit to group under "methods of reducing the turnover." The fact is that Mr. Slichter starts with a premise which is perhaps more readily accepted outside of industry than within it. He assumes that the amount of labor turnover is an index of the efficiency of a plant's personnel relations and of its whole labor policy. He agrees, in short, with the position of Professor Commons in his most recent book that "the scientific study of good will is, first of all, the accurate analysis of turnover and the apportionment of overhead costs to each element." This conception errs because it over-simplifies the remedies for labor turnover and increases the temptation to think of labor turnover as a thing in itself—an independent objective phenomenon to be studied in isolation.

As to the first of these points, the practical factory man who understands his figures is clear that he can never reduce to statistical computation and get an accurate numerical reflection of the attitude of the workers and their reasons for lack of interest or departure. Even to approximate an accurate understanding of the workers' attitude from the labor turnover figures which exist it will be necessary to itemize them by departments, by jobs, by sex, by age of the worker, by wages paid, by length of employment, in order to get a satisfactory picture of the facts behind the figures. It will be further necessary to classify into "avoidable and unavoidable" causes.

And with regard to the second point, the disposition is increasing among employment managers not to think of labor turnover as an objective entity, but simply as a more or less approximate symptom of ills, which have still to be diagnosed. In other words, to approach the whole problem of personnel administration through the avenue of labor turnover gives a misleading emphasis to a phenomenon which is in reality only a by-product of a complex set of causes. The important thing is not to elevate the by-product to such a conspicuous place, but

to develop an analysis of causes and an organization for coping with them which will reduce the by-product to an insignificant minimum.

There is similarly in employment management workshops a decreasing concern about labor turnover costs. Certain broad estimates of cost may be valuable as educational weapons with which to argue the employer into changes of policy, but refinements in the cost keeping of labor turnover are being generally admitted to be worth less than the cost. Certainly to keep such costs currently would under ordinary circumstances be an unwarranted expense.

Mr. Slichter's treatment of labor turnover is exhaustive in the academic sense that many tables have been consulted and much data collected to prove that labor turnover does exist. But it is doubtful whether, if the author had had his eye on the employer, he would have stressed at such length what is today such a well-established fact. In the last half of the book where the remedies are considered, a careful and painstaking survey of existing methods is presented. The most serious criticism one would make of this part is one that is under the circumstances hardly fair; namely, that the remedies for labor turnover as here set forth sound as though the author were not completely convinced of their effectiveness. He speaks less as one who has seen them at work and helped them to work, than as one who has been told that they work.

Mr. Slichter's point of view is on the whole so liberal that one is surprised to encounter such sentences as the following: "Monotonous work may be mitigated by hiring unintelligent immigrants," and "The practices of unions which have attained decided power indicate that labor may be expected to pursue as narrow and selfish a policy as capital." These sentences are by no means typical, for in his final chapter Mr. Slichter says some penetrating and important things regarding the place of the employment supervisor in the industrial world in its present state of conflict and competition. He makes plain his own position in two significant sentences which go to the root of the problem and present a valuable corrective to the over-sentimental attitude of "get together" with which some employers are regaling their workers. The author deserves explicit appreciation for the following important sentences:

A liberal labor policy is needed in order that the inherent difference of interest between labor and capital may cease to give rise to a bitter struggle which poisons the (social consciousness) with hatred, envy, and suspicion and impedes the development of social ideals.

But even the most enlightened labor policy cannot eliminate the conflict between labor and capital generally because it cannot eradicate the difference of interest which exists in the very nature of things between capital and labor due to the fact that capital is a buyer and labor a seller.

ORDWAY TEAD

Ports and Terminal Facilities. By ROY S. MACELWEE. New York: McGraw-Hill Book Company, 1918. Pp. viii+315.

This book is the outcome of a course of lectures given at the Columbia University School of Business. It is hardly a treatise on terminal facilities in general, but rather primarily a study of seaports in which rail facilities are discussed in their relationship to the work of the port as such. Of course, it is difficult to find a large rail terminal that is not also a seaport, or at least a port of inland navigation like Chicago, so that the problems of large rail terminals and seaports are very nearly coextensive. But in this case the harbor is clearly the dominant interest.

In judging the quality of this book one lacks a standard of comparison. The author has a clear field, and his book should prove extremely useful as being virtually the only study of its kind directed primarily toward American conditions.

Large parts of the book are written solely from the engineering and technical standpoints and would not be of particular interest to the economist, but there is also a great deal of a truly economic character. The author discusses railway-rate practices as affecting the development of the port of New York, the union belt-line system, and the establishment of a lighterage system that fulfils a corresponding function, a system of store-door delivery, a policy of municipal improvements which are run at a loss, the relation of inland waterways to railways, the extent of terminal costs, and the use, arrangement and administration of free ports. To the reviewer the data on terminal costs seem particularly valuable, inasmuch as there is very little such material in easily available shape. This element may not be of the greatest significance in throwing light on how to organize a port efficiently, for its chief service in this respect is to emphasize the importance of the terminal service and the huge expense for which it is responsible. Perhaps the greatest significance of such figures is in connection with railway-rate structures rather than in connection with the improvement of our somewhat unsystematic harbor facilities.

World-Power and Evolution. By ELLSWORTH HUNTINGTON. New Haven: Yale University Press, 1919. Pp. 287.

When Mr. Huntington's book *Civilization and Climate* was published, one reviewer took him gently to task for having been too temperate in his